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County/Community Vision Statement Project

Project Summary Report

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Preface

The following report was prepared by University scientists through cooperative agreement, project science staff, or contractors as part of the ongoing efforts of the Interior Columbia Basin Ecosystem Management Project, co-managed by the U.S. Forest Service and the Bureau of Land Management. It was prepared for the express purpose of compiling information, reviewing available literature, researching topics related to ecosystems within the Interior Columbia Basin, or exploring relationships among biophysical and economic/social resources.

This report has been reviewed by agency scientists as part of the ongoing ecosystem project. The report may be cited within the primary products produced by the project or it may have served its purposes by furthering our understanding of complex resource issues within the Basin. This report may become the basis for scientific journal articles or technical reports by the USDA Forest Service or USDI Bureau of Land Management. The attached report has not been through all the steps appropriate to final publishing as either a scientific journal article or a technical report.

I. Executive Summary

This report examines and considers county and community planning and strategic documents submitted to the Interior Columbia Basin Ecosystem Management Project. Four types of documents were submitted; 1) comprehensive plans, 2) economic development strategies, 3) county ordinances, and 4) specially prepared responses. The majority of submissions were of excellent quality and contained information about outside sources of change that concern local government and citizens, development regulations and zoning, components of desirable quality of life, and natural resource inventories and protective measures. This information and other information from locally developed planning and strategic documents was determined to be an important component needed by federal land managers striving to make ecosystem based management decisions.

II. Purpose of Report

This report is to summarize and bring to closure a project initiated September 19, 1994 by the Eastside Ecosystem Management Project (EEMP) in cooperation with the Eastside Ecosystem Coalition of Counties (EECC). The report strives to examine and consider county and community comprehensive plans, vision statements, and economic development strategies submitted to the Interior Columbia Basin Ecosystem Management Project (ICBEMP) by county governments within the basin. The report seeks to identify basinwide trends, regional differences, and highlight specific examples. The contents and conclusions of this report are expected to corroborate many of the conclusions reached in other activities of the project and may identify inconsistencies that will require additional investigation or question the validity of certain data sources.

The Eastside Ecosystem Management Project, now known as the Interior Columbia Basin Ecosystem Management Project, seeks to develop a strategy for management of Bureau of Land Management and Forest Service administered lands within the Columbia River Basin.

The Eastside Ecosystem Coalition of Counties is composed of elected county officials acting on behalf of the Associations of Counties in Idaho, Oregon, Washington, and Montana. The EECC tracks the activities of the ICBEMP and represents and informs member counties. The County Associations participating in the Eastside Ecosystem Coalition of Counties have acknowledged the social, economic, and biologic interactions that occur among all land ownership classifications. To this end the EECC, at the request of the ICBEMP, coordinated the submission county and community comprehensive plans, vision statements, and economic development strategies to the ICBEMP. Awareness by federal land managers of county and community efforts to direct development and diversification may result in identification of federal land management actions that impede or assist counties and communities in achievement of stated goals.

Examination and consideration of these submissions is believed to be one mechanism the project can use to understand and be responsive to county concerns. This report is just one of many reports and ongoing activities by the ICBEMP seeking to identify community and county concerns regarding the management of Bureau of Land Management and Forest Service Lands within the Columbia River Basin. Examples of other reports and ongoing activities include:

Schlager, Daniel B. and Wayne a Freimund. 1994. Institutional and Legal Barriers to Ecosystem Management. (90 pages)

McGinnis, Wendy J. and Harriet H. Christensen. 1994. The Interior Columbia River Basin: Patterns of Population, Employment, and Income Change. (64 pages)

McLaughlin, William, Chuck Harris, and Greg Brown. Community Assessment. Currently being conducted under PNW Cooperative Agreement 94-0570.

For more information about these and other reports and activities please contact a Project Office.

III. Data Sources

On September 19, 1994 the Eastside Ecosystem Management Project [now the ICBEMP] initiated the County/Community Vision Statement Project with a "Request for Submission of County and Community Long Range Plans or "Vision Statements."" The letter was addressed to the Eastside Ecosystem Coalition of Counties. The EECC was requested to coordinate submission of materials to the projects office. A deadline of December 2, 1994 was established. (Blackwood, 1994) Submissions were received from 14 counties representing 19 counties prior to the deadline. Appendix A contains a reproduction of the original letter.

A second letter was sent to the Eastside Ecosystem Coalition of Counties January 19, 1995. This letter stated "the County Vision Statements [Project] have not fully progressed in a timely fashion." It also stated that the ICBEMP "continues to develop information regarding the existing social and economic uses and values associated with federal lands using a variety of other data sources, contracts, and methodologies." At that time, the County/Community Vision Statement Project was redirected and no scientific paper was expected to result. It was planned that the submissions would be available to interested social and economic staff members to "understand the various visions of each community." (Blackwood, 1995) An additional 17 submissions were received after the second letter was sent. Appendix B contains a reproduction of the original letter.

All the submisssions were valued by the project staff and there was a desire to retain and track the submisssions for possible future use. Each submission was assigned a 3-digit record number and the name and state of the submitting county was recorded. Appendix C contains a list of counties submitting information and the assigned record number. Many counties submitted multiple documents and all were assigned the record number of the submission. The bibliography contains the author, title, date, place of publication, and record number of the individual documents submitted.

Four general types of documents were submitted by the counties. Most common was a county comprehensive plan. These documents were generally written or updated in the 1980s, with a few in the 1970s and 1990s. These documents contain a complete discussion of the desired path for future development of land use, infrastructure, public facilities, and economic activity within the county. The counties generally plan the achievement of this desired path through regulation of development. The identification of forest and agricultural lands to be protected from non-farm and non-forest development was a universal theme. The plans recognized the importance of these farm and forest lands in supporting the economic base of the area and the inability of local governments to provide services to dispersed residential developments in these areas. Several counties included updates, or proposed updates together with the original comprehensive plan. The comprehensive plans are of good quality and surprising consistency. This was particularly true for submissions from Oregon, where statewide planning goals were developed in the early 1970s. All the submitted comprehensive plans demonstrated citizen involvement as part of the plan development process. Establishment of citizen planning groups and public review were the most common mechanisms used.

Many counties submitted economic development plans or strategies. These submissions had a variety of creative titles, including, Action Plan, Vision 2000, Blueprint for Tomorrow, and Peak and Valley. All contain goals and objectives to enhance business development and diversification. Many identify and prioritize specific actions. Development of these plans was usually with the participation of a citizens committee. The author/sponsor of the planning process varied. Contractors, local business groups, citizens groups, and local government entities were all represented in the submissions received. This diversity of preparers resulted in a large variation in content, quality, and length among the submissions. The submitted documents were generally prepared during the 1990's and stressed the importance of economic diversification to achieve economic health in light of expected declines in natural resource industries.

Three counties prepared documents in response to the request for county and community

vision statements. The original letter only requested existing documents and did not request this level of effort. These documents typically carry the signature of one county commissioner or official. Due to the short timeframe and nature of the submissions, it is clear a diverse group of county citizens was not involved in the development of these responses. It is unclear from these submissions the extent to which other county officials were involved in the development of the responses. It could not be determined from the submissions alone how accurately the responses reflect the attitudes of the general citizenry of the county.

Lastly, three counties submitted copies of county ordinances. Boundary County, Idaho's submission related to the use and management of public lands within the county. The other two county ordinances designated resource lands and critical areas as required under Washington State law but did not include federal or state lands in these designations.

The submitted data sources do not allow for a comprehensive review of all planning or economic development documents produced by county and local community governments. Within the Columbia River Basin Assessment Area there are six states and 100 counties. Thirty two counties representing four states responded to the information request. An additional seven counties (all in Oregon) were represented in multi-county economic development strategies submitted by adjoining counties. With the exception of Hood River County, all counties in the interior Columbia River Basin region of Oregon were represented. Eleven out of a possible 20 counties in Washington made submissions. Idaho was poorly represented in the sample, only eight of a possible 40 counties made submissions. In Montana, only three of thirteen counties located at least partially within the Columbia River Basin made submissions. Very small portions of Wyoming, Utah and Nevada are located within the Columbia River Basin. No response was received from counties or communities in these States, thus no discussion regarding these states is included. It should be noted that the EECC does not currently include county associations in these states. Thus it is likely that the request for submissions was not received by these counties. See map in Appendix D

The poor response in Idaho and Montana and lack of response may be due to several factors. First, the data request was made through the Eastside Ecosystem Coalition of Counties. The coalition was originally formed by the Association of Oregon Counties and the Washington State Association of Counties to follow the activities of the Eastside Ecosystem Management Project. The group serves as an information conduit and spokesgroup for the member counties. As the Eastside Ecosystem Management Project expanded to become the Interior Columbia Basin Ecosystem Management Project addressing public lands in Idaho, western Montana, and parts of Wyoming, Utah and Nevada, the County Associations of these states were invited to join. Representative County Commissioners from Idaho and Montana have joined representatives for Oregon and Washington at the coalition meetings and activities. The EECC, although effectively representing its respective counties, may not have forwarded the data request to the appropriate person in each county. In addition, the request may have been confusing, or seemed unimportant, to staff persons without knowledge of the Eastside Ecosystem Management Project or the Eastside Ecosystem Coalition of Counties.

As indicated by the age of many of the documents received, land use planning and development of economic development strategies are cyclical activities. Many counties may have received the request and felt that existing documents did not represent the current direction of the county. Rather than sending misinformation these counties may have chosen to allow their interests to be represented by other counties in the Columbia River Basin and the Eastside Ecosystem Coalition of Counties.

Finally, the project choose to make the data request through the Eastside Coalition of Counties instead of directly to the counties. The project felt that making a request through a coalition of the state county government associations would have greater credibility than a request from a newly formed federal project that was unfamiliar to most counties. Our response rate, particularly in Oregon and Washington was enhanced by follow-up calls made by County Association staff. The author is thankful to the EECC and believes that their cooperation increased response rates above that which would have been received if the ICBEMP had made the request directly.

IV. Legal, Legislative, Regulatory Impetus for Development of Documents

The following section examines the legal, legislative and regulatory environment that triggered development of the submitted documents. These external forces varied by state and were the source of identified regional differences. In addition, several states have economic development organizations that offer grants or matching funds to counties or communities that prepare documents in a prescribed manner. Similarity in submitted economic development strategies was observed in these areas.

A. Washington Growth Management Act

The Washington Growth Management Act was passed by the Washington State Legislature "to guide and encourage local governments in assessing their goals, evaluating their community assets, writing comprehensive plans, and implementing those plans through regulations and innovative techniques that encompass their future vision."

To this end the Act contains statewide goals.

1. Conservation of important timber, agricultural, and mineral resource lands.
2. Protection of critical areas.
3. Planning and coordination among neighboring jurisdictions.
4. Consistency of capital and transportation plans with land use plans.
5. Early and continuous public participation in the land use planning process.

Source: Washington Department of Community Development, Growth Management Division. No Date.

The Act identifies thresholds at which county comprehensive planning is required. Areas

with population increasing at 10% or more in the past 10 years, and where population exceeds 50,000 are required to initiate comprehensive planning processes. The Act was later amended to change the growth threshold to greater than 17 percent in the past 10 years. (Nowak, 1995). Other counties could choose to initiate planning under the Washington Growth Management Act. All counties are required to classify and designate resource lands (forest, agriculture, and mineral) and critical areas (wetlands, geologically hazardous areas, fish and wildlife habitat conservation area and frequently flooded areas) under the Growth Management Act. Eighteen counties and their respective cities and towns were required to initiate comprehensive planning, another eleven "opted in" under the Growth Management Act. The Act allows three years from the time of the Act or "opting in" for adoption of a plan. At this time, six county comprehensive plans have been adopted. Numerous draft plans have been published. (Kramer, 1995)

The Act directs that comprehensive plans be developed with citizen input and adopted by local governments. The plans are subject to review by the State Department of Growth Management and the Department of Ecology (under the State Environmental Policy Act (SEPA)). ESHB 1724 amended the Act to requires the Departments of Ecology and Growth Management to develop joint standards for project review by March 31, 1996. The amendment was intended to streamline project permitting and review processes.

B. Oregon Land Use Planning Goals

In 1973, the Oregon State Legislature through Senate Bill 100, created the Land Conservation and Development Commission. This Commission was directed to develop a set of statewide planning goals. Guidelines were developed for local jurisdictions to develop Comprehensive Land Use Plans to address each of the statewide planning goals. (Jefferson County [OR] Planning Commission, No date, pg 2)

Summary of statewide goals:

1. **Citizen Involvement-** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process;

2. **Land Use Planning-** To establish a land use planning process and policy framework as a basis for all decisions and actions relating to use of land and to assure adequate factual base for such decisions and actions;

3. **Agricultural Lands-** To preserve and maintain agricultural lands;

4. **Forest Lands-** To conserve forest land for forest uses;

5. **Opens Spaces, Scenic and Historic Areas, and Natural Resources-** To conserve open space and protect natural and scenic resources;

6. **Air, Water and Land Resources Quality-** To maintain and improve the quality of the air, water and land resources of the state.

7. **Areas Subject to Natural Disasters and Hazards-** To protect life and property from natural disasters and hazards;

8. **Recreational Needs-** To satisfy the recreational needs of citizens of the state and visitors;

9. **Economy of the State-** To diversify and improve the economy of the state;

10. **Housing-** To provide for the housing needs of the citizens of the state;

11. **Public Facilities and Services-** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development;

12. **Transportation-** To provide and encourage a safe, convenient and economic transportation system;

13. **Energy Conservation-** To conserve energy;

14. **Urbanization-** To provide for and orderly and efficient transition from rural to urban land use.

(Jefferson County [OR] Planning Commission, No date, pg 132)

The counties were required to address the statewide goals in a comprehensive plan developed with full public participation. The plan was then to be adopted by signature of local county officials. The Land Conservation and Development Commission is also required to approve the plan. All plans are required to designate agricultural and forest land zones exclusively for those uses.

C. Oregon Regional Strategies Program

The Oregon Regional Strategies Program was legislatively established in 1987. Program activites are adminstered by the Oregon Economic Development Department. Participants from the counties are to form multi-county Regional Strategy Boards to develop long-term regional strategies and two year action plans that enhance a selected industry within the multi-county region. Retaining and increasing family wage jobs is a primary objective of the program. The program is funded using state lottery revenues. Up to 75% of the funds can be used for technical assistance to the Regional Strategy Boards for strategy development and implementation and 25% must be granted to multi-county projects identified in the action plans. The project proposals are submitted by the Regional Strategy Boards and selected by the governor.

County groupings and strategies for the counties included within the Columbia River Basin Assessment Area are as follows:

Wasco, Sherman, Gilliam, Wheeler, Grant---Tourism
Baker, Malheur---Tourism
Morrow, Umatilla---Agriculture
Jefferson, Crook---Agriculture
Klamath---High Technology
Deschutes---High Technology
Source: Oregon Economic Development Department, 1993, pg 3

D. Idaho's Gem Communities Program

Participation in Idaho's Gem Communities Program is a voluntary. The program is administered by the State Department of Commerce. Services of the program are delivered with the help of existing local, regional, state and federal agecies. Any community (county, town, groups of towns, tribe, etc) can identify itself for participation in the program and receive training in organizing an economic development group, leadership, conflict resolution, infrastructure improvements, strategic planning methods, community assessment, business retention and expansion, and economic diversification strategies. Once a community receives training, completes a community profile, and develops a long-term strategy with a one-year action plan it becomes certified as a Gem Community by the Idaho Department of Commerce. Once certified the communities may apply for state matching grants, up to $10,000, and qualify for extra points on Community Block Grant project proposals.

E. Montana

No statewide planning requirements or goals were identified from the submissions of the counties in Montana. The 1990 Farm Bill (Section 2373(b)) guidelines for the development of strategic plans for rural development and diversification was the impetus for development of an economic diversification plan in the Tobacco Valley Area of Lincoln County, Montana. Under the 1990 Farm Bill, the Forest Service certifies the locally developed plan as fulfilling the established criteria. With certification, the area qualifies for financial assistance from the federal government to achieve the stated goals, objectives and needed actions.

Missoula County conducted an inventory of conservation resources under the auspices of Montana's Open Space Land and Voluntary Conservation Easement Act of 1975. The stated purpose was to identify "areas which contain key natural resources" including resources recognized by "federal and state law as worthy of conservation." (Missoula County Board of Commissioners, 1992, pg 3) No implementing ordinances or rules were enacted and the protection of these resources on private lands remains voluntary.

No external motivation was cited for the development of Lewis and Clark County Montana's Comprehensive Plan.

V. Summary of Submission Contents

All submissions to the ICBEMP show an acknowledgment by local governments of pressure for change in the future. The counties stated an expectation that outside forces would be the major force of change. Perspectives regarding the positive or negative nature of these changes varied. Many of the documents submitted did not identify these outside forces as positive or negative, but expressed an acceptance of these forces as beyond their control. Several counties expressed concern that outside influences could force county residents to abandon traditional ways of life unless opposed and averted.

Examples of pressures anticipated include:

- "...Benton County is today faced with a situation of being one of the fastest growing counties in the nation,..." (Benton County [WA] Board of County Commissioners, July 1985, pg. 1)
- "The region realizes that their local economy is in a state of transition and that many of the decisions which affect the local economies are being made outside the local level. They desire to have their voices heard in these decisions and to bring a consensus to the resource-use issues now facing the region." (Central Oregon Intergovernmental Council, 1994a, pg. 11)
- "Rural areas ... have experienced significant rates of residential growth, raising questions regarding the retention of open space and the need for public utilities and services." (Chelan County [WA] Planning Department, No date, pg 1)
- "Inflation and high interest rates have impacted all aspects of the economy, especially the timber industry and housing." (Chelan County [WA] Planning Department, No date, pg 2)
- "...tourism [is] an emerging industry in the region." (Auyer, 1994, Executive Summary, no pg #)

- "The basic industries of timber and cattle which have supported the communities for generations are being challenged by new regulatory constraints and prohibitions." (Oregon Economic Development Department, 1990, pg 11)

- "...the area's economy will be most profoundly influenced by its attractiveness as a retirement community and as a center for recreation, recreational homes, and tourism." (Lewis and Clark [County, MT] Areawide Planning Organization, 1989, pg 145)

- "...plans and recovery efforts for endangered species, ..." (Middle Snake Regional Water Resource Commission, No date, pg 6)

- "...State and Federal planning groups dealing with matters that impact the regions water resources." (Middle Snake Regional Water Resource Commission, No date, pg 6)

- " Health care in rural areas, including Boundary County, is in a continuing state of decline due to recent trends towards centralized health care centers located in major urban areas." (Greater Bonners Ferry Economic Development Advisory Council, No date, no page #)

The very existence of locally developed strategic documents suggests a desire to face these pressures for change proactively through ordinances, comprehensive planning, and development regulation. The major purpose stated for the development of proactive strategies to address outside, and internal, forces of change was to maintain, and in many cases improve, quality of life for local residents. Quality of life and the attributes desired for the future were stated in a variety of ways in the submitted documents. Several documents contained an introductory section with a description of desired future conditions. Types of industry and employment, housing quality and quantity, recreational opportunities, scenic attractiveness, shopping opportunities, education quality, and citizen participation were among the attributes frequently discussed. Other documents contained goal statements. In Oregon and Washington, these goal statements related to the statewide goals discussed previously, but were usually defined further to clarify each individual county's desired future.

The following quotes are examples of statements contained in the submitted documents that give insight into how quality of life is defined.

- "It is the mission of the Northeast Oregon Economic Development District to enhance the economic well-being of the Northeast Oregon Region through creation and retention of jobs by providing liaison, coordination, technical assistance and financial support services." (Northeast Oregon Economic Development District, 1994, pg 4)

- "... a strong agricultural base that [enables] the ranchers and farmers to be economically strong." (Harney County [OR] Community Response Team, 1992, no page #)

- "Our county is an appealing place to live, play, raise a family and retire because of its appearance, spirit, cultural, and civic opportunities, social amenities, natural beauty and quality of support services." (Harney County [OR] Community Response Team, January 1992, no page #)

- "...strong partnerships with the local government agencies and the Burns Paiute Tribe, working together for better community relationships." (Harney County [OR] Community Response Team, January 1992, no page #)

- "Industry, agriculture, citizens, and government work together to provide the level of stewardship necessary to secure the availability of this [water] resource." (Citizens of the Greater Yakima Area, 1992a, pg 29)

- "Develop a long term systematic program to provide satisfying, stable jobs through a balanced, diversified local economy, while emphasizing quality of life, environmental responsibility, and community participation in the process." (Hudson Jelaco Welch Comer, 1993, pg 32)

- "To provide a pattern of orderly growth and development within the county." (Gooding County Planning and Zoning Commission, 1992, pg 8)

- "To protect agricultural land for the production of food and fiber, and protect the agricultural base as the primary economic base of the entire county." (Gooding County Planning and Zoning Commission, 1992, pg 10)

- " A quality education, which continues to include community college or other upper level education opportunities is viewed as a top priority to the future." (Lincoln County [MT] Economic Development Corporation, 1992, pg 6)

- "Clean air and water, open spaces and freedom from major crime are key elements retained from the present and where the timber industry and its heritage are still valued and provide and important portion of the economic base." (Tobacco Valley Economic Development Council Board, 1993, pg 5)

- "To maintain and optimize annual timber production on a sustained yield basis while protecting wildlife habitat and providing public recreation opportunities." (Klickitat County [WA) Planning Department, 1979, pg 38)

A. Ordinances

Only three counties specifically submitted county ordinances to the ICBEMP. Many of the other document submitted also contained copies of ordinances as the official record of adoption or implementation of the plan or strategy submitted. These "implementing the plan ordinances" were not examined in detail for this report.

Ferry County, Washington submitted an interim ordinance to "Designate and Classify Resource Lands and Critical Areas." This ordinance was developed to meet the requirements of the Washington Growth Management Act. These designations are expected to be finalized in the County's Final Comprehensive Plan. (Ferry County [WA] Commissioners, 1993, pg 1) That plan has not been completed, a draft is available but was not submitted to the ICBEMP. (Kramer, 1995, page 6)

Lincoln County, Washington submitted a copy of its ordinance designating and protecting Resource Lands and Critical Areas. The ordinance was developed as required by the Growth Management Act of Washington. (Lincoln County [WA] Board of Commissioners, 1994, pg 1) However, unlike Ferry County, Lincoln County chose not to develop a comprehensive plan under the Act. Lincoln County does have a Comprehensive Plan developed independently of the Growth Management Act. The current plan and a draft update were submitted to the ICBEMP. (Lincoln County [WA] Planning Department, No date) (Lincoln County Board of Commissioners, 1995)

Boundary County, Idaho submitted a copy of and ordinance containing their "Interim Land Use Policy Plan Concerning the Use of Public Lands and Public Resources and Protection of the Rights of Private Property." Due to the large amount of State and Federal lands within the county the Board of Commissioners felt it "necessary to develop and implement land use planning mechanisms that focus on federal and state land uses and activities." (Boundary County [ID], No date, pg 2) The ordinance requires that "...all federal and state agencies shall comply with the Boundary County Land Use Policy Plan and coordinate with the County Commission for the purpose of planning and management federal and state lands within the geographic boundaries of Boundary County, Idaho." (Boundary County [ID], No date, pg 2) Because similar ordinances in other counties are currently being debated in the courts, and the uniqueness of this submission, the complete text of the ordinance appears in Appendix E.

B. Comprehensive Plans and Development Regulations

The submitted comprehensive plans represent considerable effort and consideration by the counties. Each contains an assessment or description of the existing situation and statements about the conditions desired in the future. Membership of the citizen committee that developed or reviewed the plan is listed in each plan. The committees almost always include at least one federal government representative. The Forest Service is most frequently represented and sometimes additional agencies (Bureau of Land Management, National Park Service, Housing and Urban Development, etc.) are also represented. State agencies are frequently represented as well. The number and kind of public meetings is also stated. These participatory activities demonstrate local involvement in the development process and increase the likelihood that comprehensive plans represent the general mood of the county residents regarding future development in the county.

Counties submitting comprehensive plans seek to manage the development that accompanies population growth, industrial development, and influxes of recreationists and retirees. These documents identify regulatory mechanisms and designations to direct the location and type of

development permitted within the county. Designation of forest and farm lands for protection from development was a critical element of these plans and is required under statewide planning regulations in Oregon and Washington. Limiting areas where development will be permitted allows the counties and local municipalities to provide necessary infrastructure (roads, water, sewer) and services (police, fire, low income housing, parks) efficiently. Delivery of needed services was seen as a mechanism for maintaining or improving quality of life for local residents and migrants into the county.

C. Economic Development Plans or Strategies

Many economic development plans submitted to the ICBEMP identified quality of life as a major attractant for new businesses offering family wages and retirees. The following quotes are examples of qualities considered important for economic development.

- "As forest managers move to "ecosystem management," it is believed that business and employment opportunities will develop in restoration." (Auyer, 1994, pg 15)
- "The region has outstanding eco and agri-tourism resources waiting to be developed." (Auyer, 1994, pg 16)
- "While millions of visitors pass through Ferry County to enjoy the outdoors, the business of outdoor recreation is relatively underdeveloped. There is a range of beautiful scenery and outdoor experience. These are important building blocks of tourism in the county. (BST Associates, 1994, pg 2-24)
- "Increasing numbers of tourists are discovering the high mountain desert as a vacation spot." (Oregon Economic Development Department, 1990, pg 5)
- "...clean air, quiet surroundings, and beautiful outdoors..." (Oregon Economic Development Department, 1990, pg 3)
- "Our quality of life is focused on our heritage, on the distinctive nature of our communities, and on our access to the region's natural resources." (Central Oregon Intergovernmental Council, 1994a, pg 26)

- "Locally there is a well educated and highly motivated work force, one of the nations leading mechanical institutes, an excellent transportation system, competitive cost for utilities and land, and a slightly lower than average cost of living." (Klamath County Economic Development Association, 1994, pg 10)

- "Natural resource based industries will remain as the backbone of the area's economy, but diversity is beginning to emerge. Recreational and visitor opportunities are becoming a strength to the District." (Northeast Oregon Economic Development District, 1994, pg 5)

In addition to directing the location and density of development, some comprehensive plans outline strategies for acquisition or reservation of lands for future park development or preservation as wildlands. Identification of land critical to the protection of natural resources and environmental protection is required by statewide planning regulations in Oregon and Washington. Missoula County [MT] appears to be a leader in identification of critical resource lands in Montana.

D. Responses Prepared Specifically for the ICBEMP

Three counties prepared substantive letters or submissions in response to the request for county and community vision statements. Only existing documents we requested and this level of effort and interest was unexpected. These specific county responses clearly address county concerns with federal land management and express concern regarding the scope, effectiveness, and outcomes (real or perceived) of the Interior Columbia Basin Ecosystem Management Project. The comprehensive plans submitted to the project rarely acknowledge specific management issues on public lands and did not address the ICBEMP specifically.

The specially prepared reponses were usually signed by only one elected official, or in the case of Valley County, Idaho an administrative assistant to the county commissioners signed. It is clear that these submissions were not developed with the involvement of county citizens. It is unclear from the submissions the extent to which county officials reviewed or approved the submissions received. The submissions may only represent the concerns and opinions of the signing official. The content of each submission is summarized by the following text.

Valley County, Idaho submitted a summarization of impacts related to transition from a natural resource based economy toward a service based economy. Also included, was a summary of the county's Draft Comprehensive Plan. Central to the Draft Comprehensive Plan were issue statements. These statements were supported by descriptions of existing conditions clarifying why the issue exists. For many, but not all, of the issues, policy goals were included. These goals identify county actions that create or encourage desired conditions and result in resolution of the issue in the future. Central to the concerns of Valley County is the influx of residential and second homes. This evolving pattern of development threatens affordable housing and the existing rural atmosphere of "natural beauty, open character, and historic and scenic beauty." (Valley County [ID] Board of Commissioners, 1975, pg 1) The Forest Service is recognized by the county as the largest employer. The Boise and Payette National Forests represent significant land base within the county. In fact, 90% of the land base within the county is publicly owned. Current issues relating to federal land management addressed in the submission include 1) large wildfires during 1994 with no decision regarding salvage or other management action, and 2) the federal court injunction prohibiting logging, mining and other commmercial activities on the National Forests. These two items were cited by the county as creating "economic uncertainty and hardship for all involved--public and private interests." Valley County [ID] Board of Commissioners, 1995, pg 1)

Baker County, Oregon submitted an excerpt from their Comprehensive Plan addressing agricultural land goals, forest land goals, open space goals, and economic goals. The cover letter accompaning the submission highlighted several state and federal cooperative efforts that have been initiated since the 1983 adoption of the Comprehensive Plan. Judge Steve Bogart, author of the cover letter, notes that adoption of the Comprehensive Plan was contentious, particularly the designation of agricultural and forest lands as required by state law. Changes in federal land management activities in recent years were cited by Judge Bogart as the cause of "heightened awareness of the effect of federal management practices on rural economies." (Bogart, 1995, pg 1) The interdependence of governmental entities and private parties in economic development has emerged as a critical element in Baker

County. The county has relied on the resources of federal agencies for completion of the Oregon Trail Interpretive Center, the Lily White recreational facility, and the Halfway Visitor Information Station. These activities have supported Baker County's tourism focus during its' ongoing participation in the Oregon Regional Strategies Program.

Morrow County submitted a position statement in addition to several supporting documents. In this statement the county identified itself as timber dependent and also noted the importance of irrigation water from the Columbia River in supporting the local agricultural sector. The position statement strongly expressed the counties opposition to reservoir drawdowns on the Columbia River. Reservoir drawdowns are not within the management scope of either the Bureau of Land Management or the Forest Service. The County remained skeptical that a federal agency could address ecosystems. Concern that federal mandates would be imposed on landowners without financial resources to follow was expressed. A major source of conflict perceived by the county was urban populations demanding cheap food and fiber, and area for waste disposal which places excessive demands on rural areas and discourages "environmentally correct harvesting of natural resources." The Morrow County submission clearly asserts the belief "that resolution to land use conflicts should remain at the local level and avoid courtroom decisions." (Carlson, 1994, pg 1)

VI. How Submissions Address Federal Lands

The submitted documents do not cite desired levels of commodity production from federal lands, or private either. Even the counties that clearly expressed a desire to ensure the continued production of commodities from federal lands did not specify specific levels of commodity production desired from federal lands. Klamath County [OR] did include an estimate of the productive capacity, expressed in board feet, of timberland within the county, (Klamath County Economic Development Association, 1994, pg 25) but did not specify this level of harves within its' Land and Water Management Plan. (Klamath County Board of Commissioners, 1994)

Multiple citations exist in the comprehensive plans regarding federal lands as unavailable for residential development. Several counties zone federal lands. When federal lands are included on on county zoning maps, the designations are generally forest or agricultural (rangeland). Chelan County includes federal lands within zoned areas and suggests that the overall goals and policies of the county plan should relate to both public and private lands in the planning area. The plan text concedes that the detailed considerations concentrate only on private land subject to development. (Chelan County Regional Planning Council, 1973, pg 1) However, most counties do not address federal land use within their comprehensive plans.

The reverse is true for economic development plans and strategies submitted to the ICBEMP. Economic development plans and strategies often cite decreasing resource flows from federal lands as a motivation for diversification. Economic decline is an identified as a risk associated with federal land resource dependence. However, nearly all the submitted documents recognize federal lands as contributing positively to the local community or county. In particular, contributions to quality of life, economic activity, and economic development were recognized.

Missoula County included multiple sites and areas on private, state, and federal lands within its Inventory of Conservation Resources. These sites were deemed critical to the maintenance of historic sites, recreation opportunities, wilderness values, big game habitat, and scenic vistas within the county. The document was only an inventory, and did not implement protective measures for these resources through an accompaning ordinance. (Missoula County Board of Commissioners, 1992)

Lewis County, Idaho protects access to federal lands in it's comprehensive plan, "If public lands with significant recreation potential are surrounded by private land, public access should be assured." (Lewis County [ID] Planning Commission, 1975, pg 5)

The majority of documents submitted recognize the need for county and community

government to work cooperatively with state and federal government entities. The counties have implemented the philosophy by inviting federal representatives to participate on committees developing comprehensive plans. Citizen committees involved in the development of comprehensive plans invariably contained federal land management agency representation. The Forest Service appears to be more active than the Bureau of Land Management in this respect. The resulting plans have statements directing continuation of this type of cooperation.

> "Encourage cooperation among local, state, and federal land management agencies and the private sector in identifying recreational needs..." (Lewis County [ID] Planning Commission, pg 5)

The Northeast Oregon Alliance's guiding principles for the year 2010 includes the following statement regarding federal participation in the future.

> "The communities and citizens in Northeast Oregon have developed a networking system to control their own destiny. The federal government participate[s] in the network and follow[s] the regions lead in making policy and funding decisions for the region." (Lang, 1994, pg 3)

Shoshone County's [ID] economic development strategy contains an appendix of potential funding and other resources. These sources were deemed critical for the inplementation of the economic development strategy. The appendix lists twenty potential federal sources including the U.S. Forest Service's Rural Development Program. (Hudson Jelaco Welch Comer, 1993, Appendix 1, pg 3)

A. Implications for Counties

Enforcement and application of comprehensive plans requires an additional burden of zoning, building permit approval, and variance workloads. These workloads are not without benefit to the counties. The counties have an increased capacity to conduct long term infrastructure development planning. This is result of better knowledge regarding areas of development

potential that will require water, sewer, transportation and other services. In addition, the completion of economic development plans qualifies the county or planning area to receive project funding from state and federal governments. Examples already discussed include:

-Washington Growth Management Act,

-Idaho' Gem Communities Program,

-Oregon's Regional Strategies Program,

-1990 Farm Bill,

-Forest Service Rural Development Program.

B. Implications for Federal Land Managers

Local comprehensive plans provide a reliable local source for information regarding development of surrounding private land and potential future uses. This knowledge may aid federal land managers in developing fire risk reduction strategies and priorities, designation of scenic corridors and vistas that are responsive not only to existing conditions (residential developments, travel corridors) but also to future conditions.

Local comprehensive plans and economic development strategies generally discuss expectations for population growth and the types of socioeconomic, ethnic, and age groups of expected immigrants or the immigrants the local area desires to attract. The provision of recreation opportunities on public lands could be responsive to demographic trends expected or desired in the area. This, of course, requires continued study of the relationship between demographic factors and recreation preferences on federal lands.

Foresight offered through comprehensive plans and economic development strategies could aid federal land managers in responding to industrial development and growth in agriculture. Consideration of water quality and quantity at an ecosystem scale requires knowledge of existing activities and foresight into future activities on both public and private lands. Both upstream and downstream demand for water could be better anticipated by examining comprehensive plans to determine location of future commercial, agricultural, or residential

developments likely to result in increased demand for surface diversions or groundwater pumping.

County comprehensive plans can aid federal land managers in recognizing and evaluating lands for disposal or exchange. For example, areas of habitat corridor on private lands may be more desirable for acquisition if zoned for suburban development than similar habitat zoned for exclusive forest use. In reverse, federal land management agencies could identify parcels that would not be connected to other habitats because of the development potential of surrounding lands. These areas might be slated for disposal or exchange. In some counties or areas with limited private land availability, due to surrounding federal ownership, the plans seek to expand the availability of private lands for development.

Finally, in comprehensive plans that identify critical habitats or critical habitats on private lands as defined by laws or ordinances (as required by all counties in Washington) federal land managers could reasonably assume that these protected habitats will remain protected into the future. This knowledge regarding land uses, or in this case habitat protection, on nonfederal lands can greatly enhance federal land managers ability to plan and strategize from an ecosystem perspective.

VII. CONCLUSION

The number and distribution of submissions does not permit site specific recommendations for federal land managers within the Columbia River Basin. The submissions do demonstrate that local communities and counties are concerned about their futures and taking proactive steps to guide themselves into the next century. The communites and counties are using land use planning, economic development strategies, citizens groups, ordinances, and participation in federal planning efforts as to achieve their goals relating to quality of life in the future.

Opportunities exist for desired future conditions on federal lands to dovetail with local

economic, quality of life, and development desires. Continued participation by federal land managers in local planning efforts is critical to expanding local and federal government cooperation in the land management arena. The importance of demonstrating knowledge and consideration of the local community desires for future conditions when making federal land management decisions cannot be underestimated.

Ecosystems extend beyond federal administrative boundaries and the documents examined, and others like them, can help federal land managers make better decisions. These types of documents can be used to gauge local sediment regarding quality of life, economic development, and local concerns relating to outside forces of change. Information is available in these plans and strategic documents that provides information about future development potential on ajoining lands. More importantly is the trend in local plans to identify and protect resource lands and critical habitats. These types of documents can provide valuable information to local federal land managers who wish to gain and ecosystem perspective when making management choices.

BLM Library
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Denver, CO 80225

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EASTSIDE ECOSYSTEM MANAGEMENT PROJECT

112 East Poplar Street, Walla Walla, WA 99362 PH (509) 522-4030 FAX (509) 522-4025

1920

September 19, 1994

Subject: Request for Submission of County and Community Long Range Plans or "Vision Statements"

To: Eastside Ecosystem Coalition of Counties

REPLY DUE DECEMBER 2

The Eastside Ecosystem Management Project (EEMP) is pleased with the relationship that we have been developing with the Eastside Ecosystem Coalition of Counties. Because of the existing relationships your organization has with your members and constituents we are requesting your assistance in gathering some information we believe could be useful in our process. The body of this letter strives to clearly identify the type of information requested, the potential uses, and timelines.

The EEMP is interested in receiving from states, counties, and communities within the study area, any long range development plans or "vision statements." Many have developed this type of document as part of an economic development process. We are requesting existing documents only, therefore no format or content requirements are specified. We are not requesting detailed zoning maps or code stipulations.

Both the Social and Economic staff areas of the project anticipate using the submissions to better understand the social and economic uses and values associated with federal lands. It will provide a source of information on how counties and communities see themselves and their futures. The EEMP hopes to identify management and implementation actions that can contribute to the achievement of county and community long range goals. As part of the evaluation of alternatives, the Project would like to identify locations where federal land management outcomes will/will not meet existing expectations or will/will not be able to contribute to the achievement of county and community long range goals.

To best accommodate use of the submitted information and allow enough time for counties and communities to respond, a due date of December 2, 1994, has been established. This will allow sufficient time for analysis and incorporation in the alternatives development and evaluation of alternatives processes. Our office can assist the coalition in preparation of appropriate letters, and be available to answer questions from counties and communities. Please request that vision statement be submitted directly to:

Eastside Ecosystem Management Project
112 East Poplar
Walla Walla, WA 99362
Attn: County/Community Vision Statement Project

If you have additional questions, contact Leslie Frewing-Runyon or Jim Burchfield, of the project staff. (509) 522-4030.

Thank you for your active participation in our project.

Sincerely,

JEFF D. BLACKWOOD
Project Manager

cc: Steve Mealey, Project Manager
Upper Columbia River Basin EIS

JB/lfr/cb

INTERIOR COLUMBIA BASIN
ECOSYSTEM MANAGEMENT PROJECT

112 E. Poplar St. Walla Walla, WA 99362 • (509) 522-4030 TTY: (509) 522-4029 FAX: (509) 522-4025

1920

January 19, 1995

Subject: Community Vision Statement Project

To: Eastside Ecosystem Coalition of Counties

The Interior Columbia Basin Ecosystem Management Project is pleased to have the Eastside Ecosystem Coalition of Counties actively participating in our project. We welcome and need your continued involvement at each stage of our effort on this Project. Unfortunately, the County Vision Statements have not fully progressed in a timely fashion.

At the initial stage of the project, we requested a submission of long range development plans or "community vision statements" through your organization. Our intent was to understand the various visions of each community for better social and economic understanding by project personnel..

Unfortunately, the December 2 deadline has now passed and as of January 19 only 14 counties have submitted information (see Attachment 1).

The Interior Columbia Basin Ecosystem Management Project continues to develop information regarding the existing social and economic uses and values associated with federal lands using a variety of other data sources, contracts and methodologies. I want my staff to work with your group to help facilitate better communication to each county. Our success depends on working with your organization successfully.

I maintain a positive outlook for the ongoing cooperation between the Interior Columbia Basin Ecosystem Management Project and the Eastside Ecosystem Coalition of Counties.

I would like to work with your organization to communicate effectively with each of the counties for much needed information. If you have suggestions or questions, please contact Leslie Frewing-Runyon or Jim Burchfield, of the project staff.

Sincerely,

JEFF D. BLACKWOOD
Project Manager

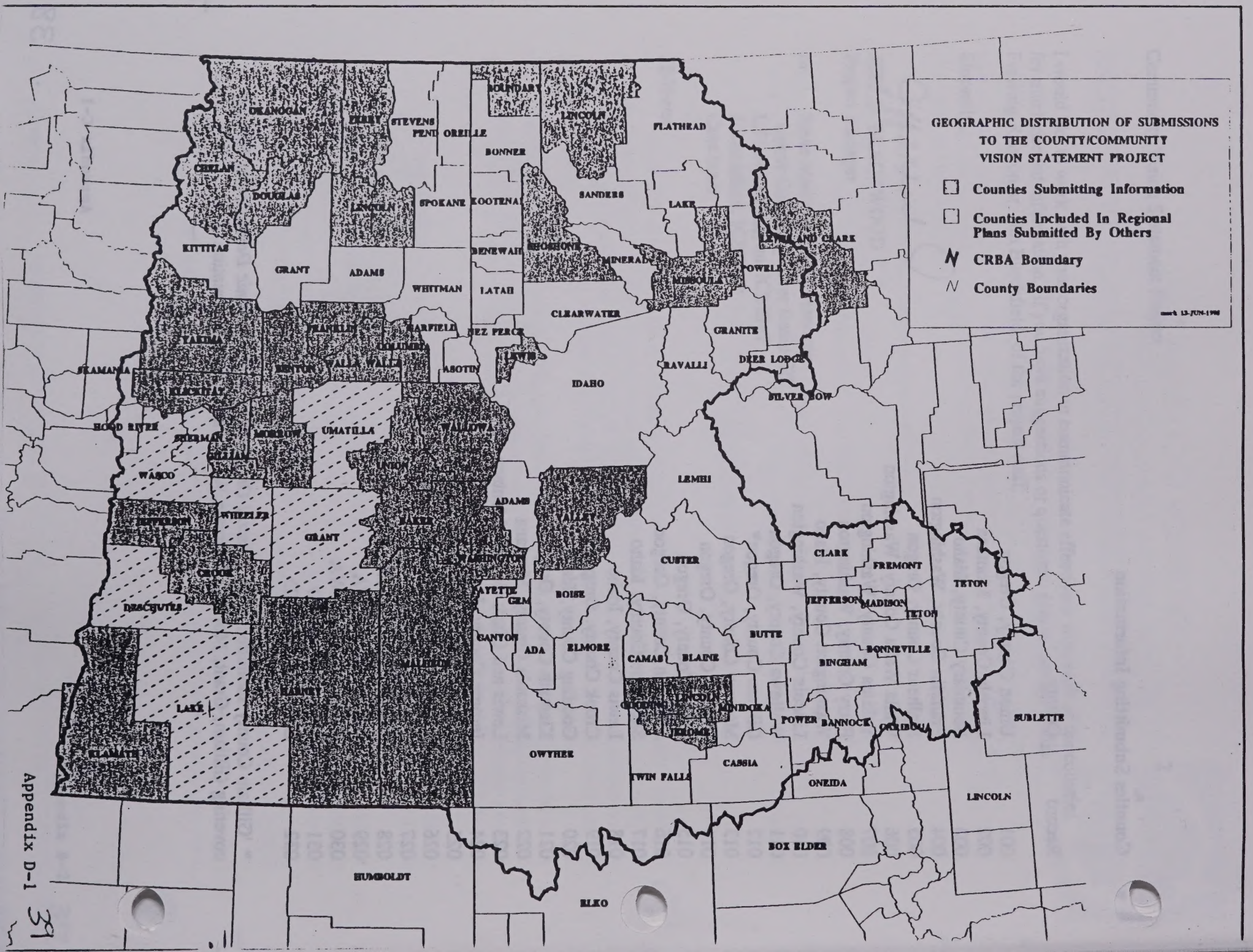
cc: Steve Mealey, Project Manager
Upper Columbia River Basin EIS
L.Frewing-Runyon, ICBEMP
J.Burchfield, ICBEMP
Core team

JB/lf-r/cb

Counties Submitting Information

Record	County
001	Union County, Oregon
002	Lincoln County, Montana
003	Boundary County, Idaho
004	Franklin County, Washington
005	Malheur County, Oregon
006	Walla Walla County, Washington
007	Yakima County, Washington
008	Ferry County, Washington
009	Washington County, Idaho
010	Lincoln County, Washington
011	Wallowa County, Oregon
012	Gilliam County, Oregon*
013	Morrow County, Oregon
014	Harney County, Oregon
015	Baker County, Oregon
016	Jefferson County, Oregon
017	Shoshone County, Idaho
018	Lewis County, Idaho
019	Crook County, Oregon
020	Gooding County, Idaho
021	Klamath County, Oregon
022	Missoula County, Montana
023	Lewis and Clark County, Montana
024	Jerome County, Idaho
025	Benton County, WA
026	Columbia County, WA
027	Okanogan County, WA
028	Douglas County, WA
029	Chelan County, WA
030	Klickitat County, WA
031	Valley County, ID
032	Lincoln County, ID

* Gilliam County submitted *North Central Oregon Regional Economic Development Strategy* covering Gilliam, Grant, Morrow, Sherman,Wasco, and Wheeler Counties.


GEOGRAPHIC DISTRIBUTION OF SUBMISSIONS
TO THE COUNTY/COMMUNITY
VISION STATEMENT PROJECT
Counties Submitting Information
Counties Included In Regional Plans Submitted By Others
CRBA Boundary
County Boundaries
OKANOGAN
FERRY
STEVENS
PEND OREILLE
BOUNDARY
LINCOLN
FLATHEAD
CHELAN
DOUGLAS
LINCOLN
SPOKANE
KOOTENAI
BONNER
SANDERS
LAKE
KITTITAS
GRANT
ADAMS
BENEWAH
SHOSHONE
MINERAL
MISSOULA
POWELL
LEWIS AND CLARK
WHITMAN
LATAH
CLEARWATER
YAKIMA
FRANKLIN
GARFIELD
NEZ PERCE
GRANITE
SKAMANIA
BENTON
WALLA WALLA
COLUMBIA
ASOTIN
LEWIS
IDAHO
RAVALLI
DEER LODGE
SILVER BOW
KLICKITAT
HOOD RIVER
SHERMAN
MORROW
UMATILLA
WALLOWA
GILLIAM
WASCO
UNION
LEMHI
ADAMS
JEFFERSON
WHEELER
BAKER
VALLEY
GRANT
WASHINGTON
CUSTER
CLARK
FREMONT
TETON
CROOK
PAYETTE
BOISE
JEFFERSON
MADISON
DESCHUTES
GEM
TETON
BUTTE
CANYON
ADA
ELMORE
CAMAS
BLAINE
BONNEVILLE
BINGHAM
LINCOLN
JEFFERSON
LAKE
HARNEY
MALHEUR
GOODING
MINIDOKA
POWER
BANNOCK
CARIBOU
SUBLETTE
KLAMATH
JEROME
OWYHEE
CASSIA
TWIN FALLS
ONEIDA
LINCOLN
BOX ELDER
HUMBOLDT
ELKO

Appendix D-1

BOUNDARY COUNTY ORDINANCE NO. 92-2

INTERIM LAND USE POLICY PLAN CONCERNING THE USE OF PUBLIC LANDS AND PUBLIC RESOURCES AND PROTECTION OF THE RIGHTS OF PRIVATE PROPERTY

BE IT ORDAINED by the BOARD OF COUNTY COMMISSIONERS of the County of Boundary, State of Idaho:

SECTION 1: PREAMBLE: We, the people of Boundary County, State of Idaho, accept, support and sustain the Constitutions of the United States and of the State of Idaho. We have demanded through our elected legislature and governor that the federal government comply with the Constitution of the United States, Article One, Section Eight, which limits the authority of the federal government to specific lands, and we hereby reaffirm our demand that all lands in Boundary County not so specifically designated be relinquished to the citizens thereof.

Further, we reaffirm the fundamental rights of mankind as enumerated in the Declaration of Independence and acknowledge the limited nature of government as intended by the nation's founding fathers. Based on these cherished traditions, we declare that all natural resource decisions affecting Boundary County shall be guided by the principles of protecting private property rights, economic structures through self-determination, and opening new economic opportunities through reliance of free markets. Resource decisions made in this manner will enhance environmental quality.

SECTION 2: SCOPE AND PURPOSE: The Boundary County Interim Land Use Policy Plan is the County land use plan developed by the Boundary County government to guide the use of public lands and public resources in Boundary County and to protect the rights of private landowners.

Federal and state lands make up a substantial part of Boundary County. Moreover, Boundary County's economy, tax base, and community stability are dependent on business activities on federal and state lands. These activities are inseparably tied to the

small fraction of private patented lands in Boundary County.

The nature and intent of Boundary County's government land use planning is to protect the custom and culture of County citizens through protection of private property rights, the facilitation of a free market economy, and the establishment of a process to ensure self-determination by local communities and individuals.

It is therefore necessary to develop and implement land use planning mechanisms that focus on federal and state land uses and activities. The Interim Land Use Policy Plan is an interim set of policies that shall provide a general planning framework to remain in effect until a permanent Boundary County Comprehensive Land Use Plan is developed and approved by the Boundary County Commissioners.

The Interim Plan addresses federal and state land use management issues directly and is intended to be used as a positive guide for federal and state land management agencies in their development and implementation of those actions. The Boundary County Commission, when affected by such actions, shall be consulted and coordinated with in accordance with the laws of Idaho and the laws of the United States. Such consultation shall occur prior to adoption and implementation and shall continue at all stages thereafter.

Finally, in compliance with federal and state law, including but not limited to the Federal Land Management and Policy Act of 1976 and the National Forest Management Act, all federal and state agencies shall comply with the Boundary County Land Use Policy Plan and coordinate with the County Commission for the purpose of planning and managing federal and state lands within the geographic boundaries of Boundary County, Idaho. Federal and state agencies proposing actions that will impact the Boundary County Land Use Policy Plan shall prepare and submit in writing, and in a timely manner, report(s) on the purposes, objectives and estimated impacts of such actions, including economic, to the Boundary County Commission. These report(s) shall be provided to the Boundary County Commission for review and coordination prior to federal or state initiation of action.

SECTION 3: LAND DISPOSITION AND LAND USES: Recognizing that land is essential to local industry and residents, it shall be the policy of this County that the design and development of all federal and state land disposals, including land adjustments and exchanges, be carried out to the benefit of the citizens of Boundary County. It shall be the policy of this county that the use of all federal and state lands, shall be managed and implemented to maximize the benefits to the citizens of Boundary County.

A. POLICIES:

1. Increase opportunities for local economic development by increasing the amount of patented and non-federal land within the County.

2. Federal land agencies shall not acquire any private lands or rights in private lands within Boundary County without first ensuring:

a. That as a minimum, parity in land ownership status is maintained; and

b. That private property interests are protected and enhanced.

3. Federally managed lands that are difficult to manage or which lie in isolated tracts shall be targeted for disposal.

4. The general public and local communities shall be notified of, consulted with, and otherwise involved in all federal and state land adjustment whether it be by proposed disposal, exchange or proposed change in use. This shall specifically include, but is not limited to any proposed changes in wildlife habitat, wildlife recovery plans, timber sales volume projections, restricted access, road closures, and primitive or wilderness designation. Boundary County concurrence shall be required prior to any such land adjustments. Further, Boundary County shall be the lead planning agency in all federal and state land adjustments occurring within the County's political boundaries. In addition, such proposed actions, including federally proposed wild and scenic river designations, shall be coordinated with the Boundary County Commission and any county water and land use plans prior to adoption and implementation. It is the intent of the county to assist federal and state agencies in the planning and management of the county's natural, cultural, and economic resources. Federal and state agencies shall coordinate their management activities and plans with the County Commission.

5. Boundary County shall determine land withdrawals for hazardous and non-hazardous waste storage as well as the types and points of origin of such waste.

6. Before federal and state land agencies can change land use, adverse impact studies on uses shall be conducted and mitigation measures adopted with concurrence from Boundary County. Adverse impact studies shall address community stability, local custom and culture, effect on local economy and tax base, class A and B grazing rights, flood plain areas and public and private access.

SECTION 4: WATER RESOURCES: Boundary County recognizes that the protection and development of its water resources are essential to its short and long term economic and cultural viability.

A. POLICIES:

1. The protection of existing water rights and water uses within the County is of primary importance to the County's economic and cultural well-being. Therefore, transfers in water use should be carefully considered in relationship to the history, traditions, and culture of Boundary County. Any federally proposed designation of Wild and Scenic Rivers and all federal policies regarding riparian management in Boundary County shall be coordinated with the County Commission and shall comply with any County water use plan. In addition, Boundary County shall prepare plans for the protection of all aquatic Threatened and Endangered Species within its boundaries. Federal and state agencies managing waterways and wetlands containing such species shall coordinate their management activities and plans with the County Commission.

2. Boundary County recognizes existing water rights and promotes future water use for agricultural, municipal, industrial, domestic, recreation and hydroelectric power purposes.

3. The Boundary County government shall be notified of all state, interstate and federal actions that have any impact on the water of the County prior to such actions being initiated. In addition, such proposed actions, including federally proposed Wild and Scenic River designations, shall be coordinated with the Boundary County Commission and any County water and land use plans prior to adoption and implementation. It is the intent of the county to assist federal and state agencies in the planning and management of the County's natural, cultural, and economic resources.

4. Boundary County may develop Wild and Scenic River Designations of its own design and shall require full federal compliance in the acceptance and enforcement of such designations. In addition, the County may develop riparian management plans in concert and coordination with landowners, ranches and the appropriate state and federal agencies.

5. Boundary County recognizes the principles of all water law contained in the Idaho Code.

SECTION 5: AGRICULTURE: The custom and culture associated with agricultural production in Boundary County is necessary to the livelihood and well-being of its citizens. Therefore, it is the policy of Boundary County to protect agricultural land and promote the continuation of agricultural pursuits by protecting private property rights, relying on self-determination, and ensuring open market conditions.

A. POLICIES:

1. Opportunities for grazing livestock on federal and

state lands should be continued at levels consistent with custom and culture and the protection of equitable property rights. Federal and state land managing agencies shall coordinate with the Boundary County Commissioners on all matters affecting livestock grazing on public lands.

SECTION 6: TIMBER AND WOOD PRODUCTS: The custom and culture associated with timber and wood products production in Boundary County is necessary to the livelihood and well-being of its citizens. Therefore, it is the policy of Boundary County to protect timber resources and promote the continuation of a sustainable growth in the wood products industry by providing economic opportunity, relying on self-determination, and ensuring open market condition.

A. POLICIES:

1. Boundary County shall promote timber sale sizes large and small that provide opportunities for a wide spectrum of logging and contractors that allows for local entrepreneurship.

2. Boundary County may explore market and incentive systems to reduce administrative and harvest costs on federal and state lands.

3. Boundary County may examine and implement programs based on market and incentive systems to increase the profitability of harvesting small-diameter timber stands.

4. Opportunities for a sustainable pattern of growth in the wood products industry shall be returned to levels consistent with custom and culture and as affected by prevailing market conditions.

SECTION 7: CULTURAL, RESOURCES, RECREATION, WILDLIFE, AND WILDERNESS: Boundary County shall promote and facilitate public and private recreational, cultural, wilderness and wildlife opportunities compatible with local custom and culture and within the constraints of private property rights and local self-determination.

A. POLICIES:

1. Boundary County shall establish a Threatened and Endangered Species Committee for overseeing protection and recovery of all federal and state listed threatened or endangered species.

2. Boundary County shall establish a Boundary County Wildlife Committee. Federal and state land and wildlife management and enforcement agencies shall coordinate with that Committee on all matters regarding wildlife.

3. No wilderness areas shall be designated in Boundary County.

SECTION 8: MINERAL RESOURCES: Boundary County recognizes that the development of its mineral resources is desirable and necessary.

A. POLICIES:

1. Boundary County supports retention of and compliance with the 1872 Mining Law.

SECTION 9: TRANSPORTATION AND ACCESS: Boundary County shall develop and maintain a network of county roads that optimize accessibility within the county and minimize the cost of movement between all communities and across public lands. Access to and across federal and state lands shall not entail encumbrances or restrictions on private property rights.

SECTION 10: MONITORING AND COMPLIANCE: Boundary County shall develop monitoring and compliance standards to evaluate the Interim Land Use Plan and to ensure consistency between federal and state actions and activities and the land use requirements enumerated herein.

A. POLICIES:

1. Boundary County shall monitor the condition of grazing lands, timber lands, wildlife, waters, and wetlands. Federal and state agencies shall coordinate with the County in the collection of all monitoring data and in the analysis of all resource conditions.

2. Boundary County shall enforce compliance with this Interim Land Use Plan and shall monitor consistency between federal and state actions and activities and the land use requirements enumerated herein.

SECTION 11: RULES AND REGULATIONS: The Board of County Commissioners of Boundary County shall adopt such rules and regulations as may be necessary to implement and effectuate this ordinance.

SECTION 12: SEVERABILITY: If any section, subsection, sentence, clause, phrase, or portion of this ordinance is for any reason held invalid or unconstitutional by a federal or state court, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions hereof.

SECTION 13: EFFECTIVE DATE: This ordinance shall be in full force and effect from and after one publication thereof in the Bonners Ferry Herald, a newspaper of general circulation in Boundary

County, Idaho.

Regularly moved, passed and adopted this 3rd day of August, 1992.

COUNTY OF BOUNDARY
BOARD OF COMMISSIONERS

RONALD SMITH, Chairman

MERLE DINNING

ORRIN EVERHART

ATTEST:

NORMA J. ESTEP/Mureleen Skeen, Deputy Clerk
Clerk of the Board of County Commissioners

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